

## Section 4: Concepts of Emergency Management

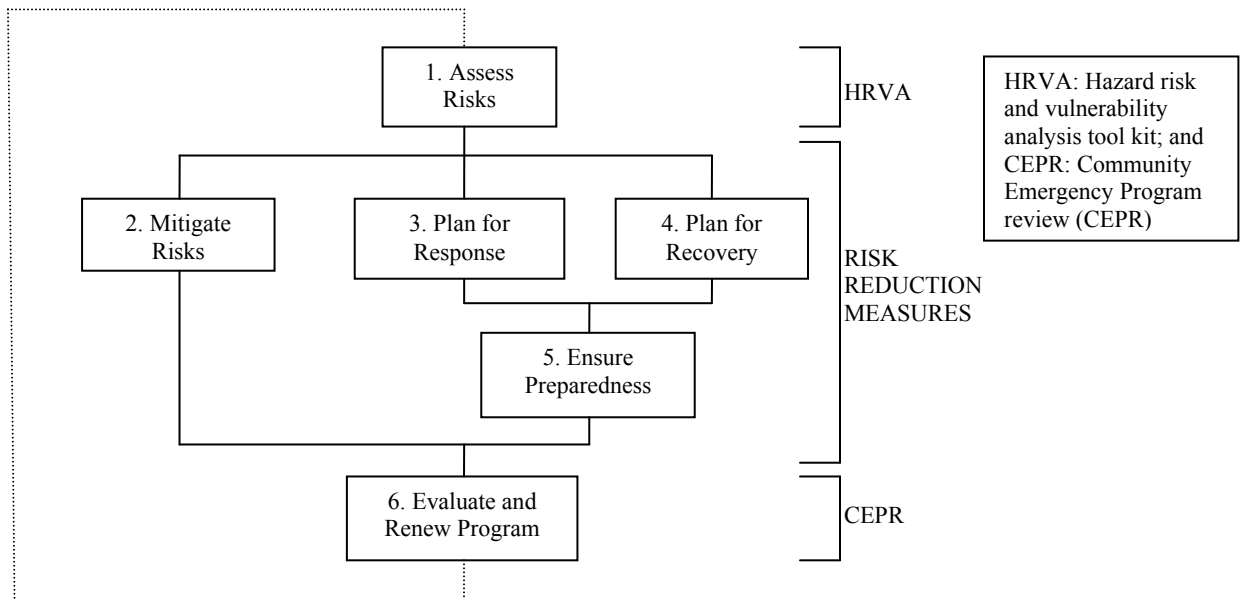
The purpose of this section is to provide readers and users of the Burns Lake Emergency Preparedness Plan with an overview of the concepts of Emergency Management that are used to manage the Burns Lake Emergency Preparedness Program.

### 4.1 Introduction to Emergency Management

Emergency Management is the process that is used to manage risks from unexpected major events, emergencies and disasters. There are six components to emergency management:

- Context (the circumstances in which an emergency occurs)
- Hazard, risk and vulnerability analyses
- Mitigation
- Preparedness
- Response
- Recovery

The components are discussed in detail within this section. The chart below depicts the relationship amongst the six components.



### 4.2 Risk Analysis

#### 4.2.1 Risk Assessment

A risk assessment is a process for evaluating the relative risks associated with natural and technological hazards. It helps community members and individuals

involved in emergency management understand the probability and frequency of an occurrence and the magnitude and severity of the consequences.

Risk can be defined within the following equation:

$$\text{Risk} = \text{Probability} \times \text{Consequence}$$

A risk assessment must be clearly documented, distinguishing fact from conjecture, and presented in a format that facilitates appropriate planning and action.

A full risk assessment has been completed for the Village of Burns Lake. Information has been gathered from the following sources to complete these risk assessments:

- *British Columbia: Hazard, Risk and Vulnerability Analysis, 1997*, by Laurie Pearce with the Disaster Preparedness Resources Centre of the University British Columbia;
- Provincial Emergency Program's Hazard, Risk and Vulnerability Analysis
- RDBN;
- existing Municipal Plans; and,
- Local knowledge.

*The PEP Hazard, Risk and Vulnerability Analysis can be found at <http://www.pep.bc.ca/hrva/hazard.html>.*

The Risk Analysis was completed with the Provincial Emergency Program's Hazard, Risk and Vulnerability Analysis Program (HRVA). The outcome of this analysis tool forms an integral part of emergency planning for the Village. Each risk analysis will be reviewed on an annual basis as it is recognized that identified risks may change over time.

#### **4.2.2 Risk Summaries**

An examination of the geographic and industrial makeup of Burns Lake reveals that planning and preparations are necessary to meet a number of emergency situations.

The types of emergency events that may occur within the Municipality have been identified in Section 8. A full listing of these events can be found in the Table of Contents under Section 8. The list combines small and common events with hazards that can result in major disasters.

### **4.3 Mitigation Phase**

Decades of experience on numerous major emergencies support the conclusion that a cooperative approach between communities, local governments and the Province is needed to reduce, if not eliminate, risks from natural and technological hazards. The province and its communities can not afford the high costs of responding to and

recovering from repeated loss events. There is increasing pressure to acknowledge that "an ounce of prevention is worth a pound of cure" and to take appropriate action.

This effort is called "mitigation" and is defined as:

*Sustained action taken to reduce or eliminate long-term risk to people, property, environment, and the economy from hazards and their effects.*

The concept of mitigation distinguishes actions that have a long-term impact from those more closely associated with preparedness for, immediate response to and short-term recovery from a specific event. In other words, mitigation works pro-actively to reduce risks before an emergency occurs.

Identifying effective mitigation measures demands a creative process, thorough investigation and multiple partnerships. There are three principal mitigation strategies for consideration:

1. **Avoidance:** Risk avoidance reflects actions that eliminate the chance of loss from a specific hazard. Such efforts essentially set the "probability" factor in the risk equation to zero. Successful avoidance means either the hazard is eliminated completely or the things of value are removed from danger.
2. **Loss Prevention:** Actions that reduce the probability of an incident, as opposed to eliminating it, are collectively referred to as loss prevention. These measures serve to reduce risk by lowering the likelihood of an event that can impact things of value.
3. **Loss Reduction:** Loss reduction measures reduce the consequence portion of the risk equation. Efforts taken before an emergency can reduce the intensity of the impact, the magnitude of damage or the importance of losses that may result. A common way of reducing loss involves separating items of value, such as response equipment, into two or more locations that cannot be affected by the same incident. Another loss reduction method calls for duplication where items or systems of value are duplicated to reduce the importance of loss to one.

Below are examples of the three types of mitigation strategies discussed above:

<b>Hazard</b>	<b>Avoidance Examples</b>	<b>Loss Prevention Examples</b>	<b>Loss Reduction Examples</b>
<b>Fire - Urban and Rural</b>	-	Encourage fire prevention awareness among citizens.	Ensure community staff are trained in use of portable extinguishers.
<b>Flooding</b>	Remove buildings from flood-prone areas.	Construct flood control works.	Require elevated first floors for buildings located in flood areas.
<b>Hazardous Spills</b>	-	Enforce speed limits for truck and rail transporters.	Restrict through-transport of dangerous goods by truck to specific routes.
<b>Wildfire</b>	Avoid construction near wildland areas.	Reduce forest fuels near buildings. Require flame-resistant roofing in high-risk areas.	Ensure at least two road exit routes from high-hazard residential areas as available.
<b>Atmosphere Hazards (wind)</b>	-	Regularly inspect and maintain large trees near vulnerable buildings.	Duplicate essential public buildings that may be exposed to wind events (fire hall).
<b>Motor Vehicle Crash</b>	-	Enforce speed limits for buses. Work with bus transporters to encourage advanced driver training.	Require seatbelt use in school buses.
<b>Power Outage</b>	-	Move power supply distribution systems underground.	Encourage safe secondary sources of heat among citizens.

## 4.4 Response Phase

The term "response" covers the period of time from the moment of awareness of an incident or pending incident to the fulfilment of response goals for that incident.

Emergency response goals are, in order of importance:

- To provide for the safety and health of all responders
- To save lives
- To reduce suffering
- To protect public health
- To protect government infrastructure
- To protect property
- To protect the environment
- To reduce economic and social losses

In order to respond effectively to an emergency the following needs to be present:

- an emergency plan
- trained personnel; **and most importantly**
- a common communication and management system

To standardize emergency response anywhere in the Province, the Provincial Emergency Program (PEP), under the Ministry of Public Safety and Solicitor General, has adopted the BC Emergency Response Management System (BCERMS) as the response system to be used in the Province of British Columbia.

### 4.4.1 Plan Activation and Termination

#### 4.4.1.1 Activation

In most situations initial reports of a major emergency or disaster will be received by the RCMP, BC Ambulance Service or a local Fire Department. The senior member of the department receiving the report will consider whether or not a request should be issued to activate the Emergency Preparedness Plan (EPP).

The request will be given to the Emergency Program Coordinator, or the Emergency Operations Centre (EOC) Director (Village Chief Administrative Officer). As many of these individuals as possible, along with the appropriate elected officials, in conjunction with the requesting agency will consult and evaluate the situation and decide whether or not to activate the EOC and at what level.

The following people are delegated authority to implement this Emergency Plan:

- Incident commander from the RCMP, Fire Department; or the BC Ambulance Service;
- Emergency Program Coordinator;
- Member of the Village Council;
- Village Chief Administrative Officer; and
- The Director of the Provincial Emergency Program after a Provincial Declaration of a State of Emergency.

Notification of the activation of the EOC will be given to the Regional District EOC Management Team through the procedures in Section 5.4 of this Plan.

A declaration of a state of local emergency or provincial emergency **is not required** to implement the plan or activate the EOC.

#### **4.4.1.2 Termination**

When appropriate, the EOC Director, in consultation with the Emergency Coordinator and other EOC staff, will terminate EOC activity for the current incident and notify all participants. Prior to termination the EOC Director must consider the requirements of termination.

Termination of the EOC is not a “down tools and everybody go home” process. As individual functions are no longer required at the EOC, their responsibilities are passed “upwards” to their immediate supervisor and so on.

The Demobilization Unit Leader will be responsible for supervising and administering this process and will stay behind if necessary after the EOC is closed.

#### **4.4.2 BC Emergency Response Management System (BCERMS)**

The British Columbia Emergency Response Management System (BCERMS) is a comprehensive management system that anticipates a coordinated and organized response and recovery to all major emergencies. The standard, developed by the Interagency Emergency Preparedness Council, identifies a broad spectrum of components including operations and control, qualifications, technology, training and publications.

This plan complies with the BCERMS model and recommends all agencies and the private sector endorse and applies the principles of structured and cooperative emergency response.

The BCERMS Standard designates four levels of response which are described below.

#### **4.4.2.1 Site Response Level**

At the site level (the accident or incident site) resources are applied to solve the problems presented by an emergency incident using the BC Incident Command System (ICS). Response on-site is directed by a single command, or unified command if the site is a multi-jurisdictional area, from a single on-site incident command post. Most incidents such as a routine traffic accident or a house fire will fall into this category and will involve only a site level response.

Each emergency response agency, organizations and other supporting agencies with responsibility under the Village of Burns Lake Emergency Preparedness Plan are responsible for developing an internal plan to facilitate response to any emergency situation affecting its area of jurisdiction. These internal plans should detail the organization and coordination of the assets and services of the department or supporting agency to meet the emergency subject to mutual aid agreements between adjacent municipalities and the Regional District.

*Mutual Aid Agreements are being developed between adjacent municipalities and the RDBN.*

Resources must be acquired and controlled, access routes identified and location of staging areas must be addressed early to avoid confusion. The process of assembling and deploying all resources on the site ensures a workable and flexible operation. Site layout will be different for every situation but the principle of organization remains the same.

#### **4.4.2.2 Site Support Level – Emergency Operations Centre Activation**

In larger incidents responders on-site may require policy coordination and resource support. In circumstances where existing site response can not adequately respond to the emergency, the Village of Burns Lake may implement its Emergency Preparedness Plan (EPP) and provide site support in the form of an Emergency Operations Centre (EOC). The EOC provides policy direction to on-site incident command, coordinates resource requests from the site and manages all off-site activities.

The principles of ICS are used in the organization and management of the EOC.

#### **4.4.2.3 Village of Burns Lake Emergency Operations Centre (EOC)**

When site support is requested by the Incident Commander at the incident site, Burns Lake, through its EPP, will establish an EOC. The on-site Incident Commander or his designate, will act as the direct liaison with the Village EOC. Information will be directed from the site Incident Commander through the Operations Section of the EOC. The functions and responsibilities of the EOC are described below.

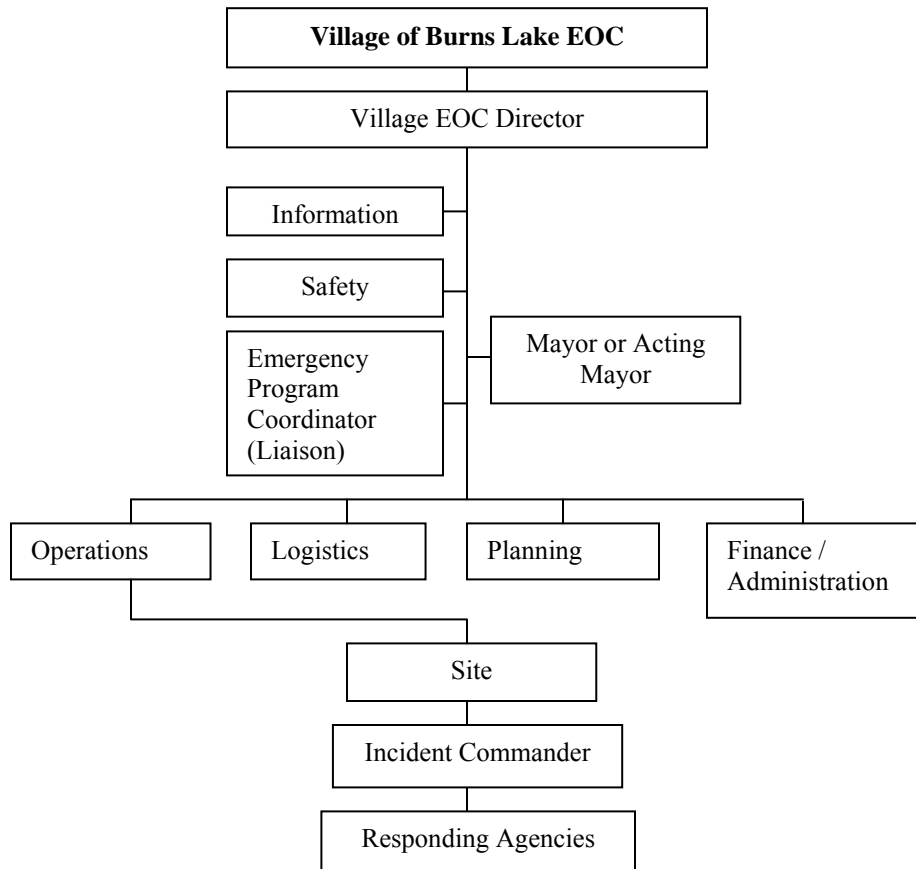
This structure will enable emergency responders and the Village of Burns Lake to:

- Ensure a quick response time and EOC set-up time;
- Effectively utilize local personnel and equipment in response; and,
- Coordinate the efforts of all responders to the incident.

The Chief Administrative Officer, as Village of Burns Lake EOC Director, bears the ultimate responsibility for the effectiveness of the emergency measures planned and undertaken within the Village. All major decisions, such as expenditures and a declaration of local state of emergency, must be approved by the Village EOC Director.

Refer to the EOC flowchart below.

### EOC Structure



The Village EOC will perform the following tasks:

- Coordinate and support the overall emergency response operations within the jurisdiction of the Village of Burns Lake.
- Obtain and coordinate additional resources and personnel in support of the site with the possible aid of the local municipality subject to partnership/mutual aid agreements.
- Formulate information to be released to the public.
- Make recommendations to Mayor and Council regarding the enactment of emergency legislation.
- Make recommendations to Mayor and Council regarding the allocation funds to meet the requirements of the emergency situation.
- Approve expenditures for emergency response within the Village.
- Declare a local state of emergency within the Village area if required.
- Coordinate, in the event that an emergency occurs simultaneously in more than one part of the Municipality, the allocation of equipment, materials and personnel; and,
- Will liaise and communicate with the Provincial Emergency Program Provincial Regional Emergency Operation Centre (PREOC).

#### **4.4.2.4 Regional Partnerships / Mutual Aid Considerations**

At the present time there are no formal Mutual Aid Agreements in place between the Village of Burns Lake, adjacent municipalities, and the Regional District of Bulkley Nechako. Mutual Aid and Partnership Agreements are currently being worked on.

Developing Mutual Aid and/or Partnership Agreements with adjacent municipalities and the Regional District will be an invaluable resource that could be drawn upon in the event of an emergency. These are written agreements between organizations and/or jurisdictions in which they agree to assist one another upon request by furnishing resources. These agreements will define who will respond, under what circumstances they will respond, where they will respond, and with what equipment they will respond as well as compensation for the response. Legal implications when responding must also be addressed.

If the disaster affects two jurisdictions simultaneously, a joint EOC should be set up to deal with the situation under Unified Command.

#### **4.4.2.5 Provincial Regional Emergency Operations Centre (PREOC) Level**

The Provincial Regional Emergency Operation Centre (PREOC) level coordinates, facilitates and manages information, policy direction and provincial resources to support local authorities and provincial agencies responding to an emergency. This level does not communicate directly with Incident Commanders at the site but provides a basis for provincial regional and interagency

coordination and communicates with the site support level (the Burns Lake EOC).

#### **4.4.2.6 Provincial Emergency Coordination Centre (PECC) Level**

The Provincial Emergency Coordination Centre (PECC) coordinates provincial resources and prioritizes and establishes provincial government objectives in response to requirements at the other levels. This level also serves as the coordination and communications link with the federal disaster support system. The Provincial Central Coordination level is activated when the key ministry(ies) or the Director of the Provincial Emergency Program considers it necessary to coordinate and direct overall provincial response to an emergency or disaster. A provincial EOC is also established.

### **4.4.3 Levels of Response**

The following levels of response are to be used as a guide when determining the level of response required for an incident. They include a description of the event, area affected, extent of the coordination and assistance needed.

#### **4.4.3.1 No Activation:**

Minor traffic accident/house fire involving First Responders. Every day occurrence.

#### **4.4.3.2 Monitoring/Standby:**

A situation appears to be escalating or has the potential to escalate such as stream or river levels rising, a winter storm with snowfall increasing. This would involve communications between the Village Administrator, the Village Emergency Program Coordinator, Municipal Government Officials, local Fire Chief and RCMP Commander as required to make activation decisions.

#### **4.4.3.3 Level 1 Activation**

A small event. One site involving 2 or more agencies. Some site support may be required. Potential threat of, or escalation of flood, severe storm, or interface fire. Suggested personnel in the EOC would be: the EOC Director, Information Officer, Liaison Officer, and Operations Section Chief. PEP notified. Other individuals (i.e. elected officials and other staff within the EOC) may be contacted and advised of the situation.

#### **4.4.3.4 Level 2 Activation**

A moderate event usually involving two or more sites. Several agencies involved. Limited evacuations. It could be in response to a major scheduled conference or sporting event.

Some resources and site support required. Suggested personnel in the EOC would be: the EOC Director, Information Officer, Liaison Officer, Risk Management Officer and Section Chiefs as required. PEP/PROC activation. Other individuals (i.e. elected officials and other staff within the EOC) should be contacted and advised of the situation.

#### **4.4.3.5 Level 3 Activation**

A major event. Multiple sites and or other jurisdictions affected. A regional disaster. Multiple agencies are involved including other local governments. Extensive evacuations occurring or anticipated. Resources/support are required. All EOC functions and positions as required. At this time it may be appropriate for the Village EOC to contact adjacent municipalities or the RDBN for Mutual Aid.

#### **4.4.3.6 Level 4 – PREOC (Provincial Regional Emergency Operations Centre)**

Response, Regional EOC (Major Disaster) A region wide disaster that involves widespread damages in addition to the disruption of services. Requires a coordinated response of all-local governments, departments and outside agencies. A Provincial EOC will be activated to support on-scene activities.

#### **4.4.3.7 Level 5 – PECC (Provincial Emergency Coordination Centre) (Major Disaster)**

A region-wide disaster that involves widespread damages in addition to disruption of services, requiring additional support and resources from Federal Government and/or other Provinces. A 'Provincial Operations Centre' will be activated and the Attorney General may declare a "State of Emergency".

### **4.4.4 The Incident Command System**

The Incident Command System (ICS) is a standard emergency management framework specifically designed to allow users to adopt and integrate an organization structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. British Columbia Emergency Response Management System (BCERMS) incorporates ICS in its structure.

The Incident Command System structure will be used at each response level including site support at the Emergency Operations Centre. Each EOC Section manages their operations using ICS.

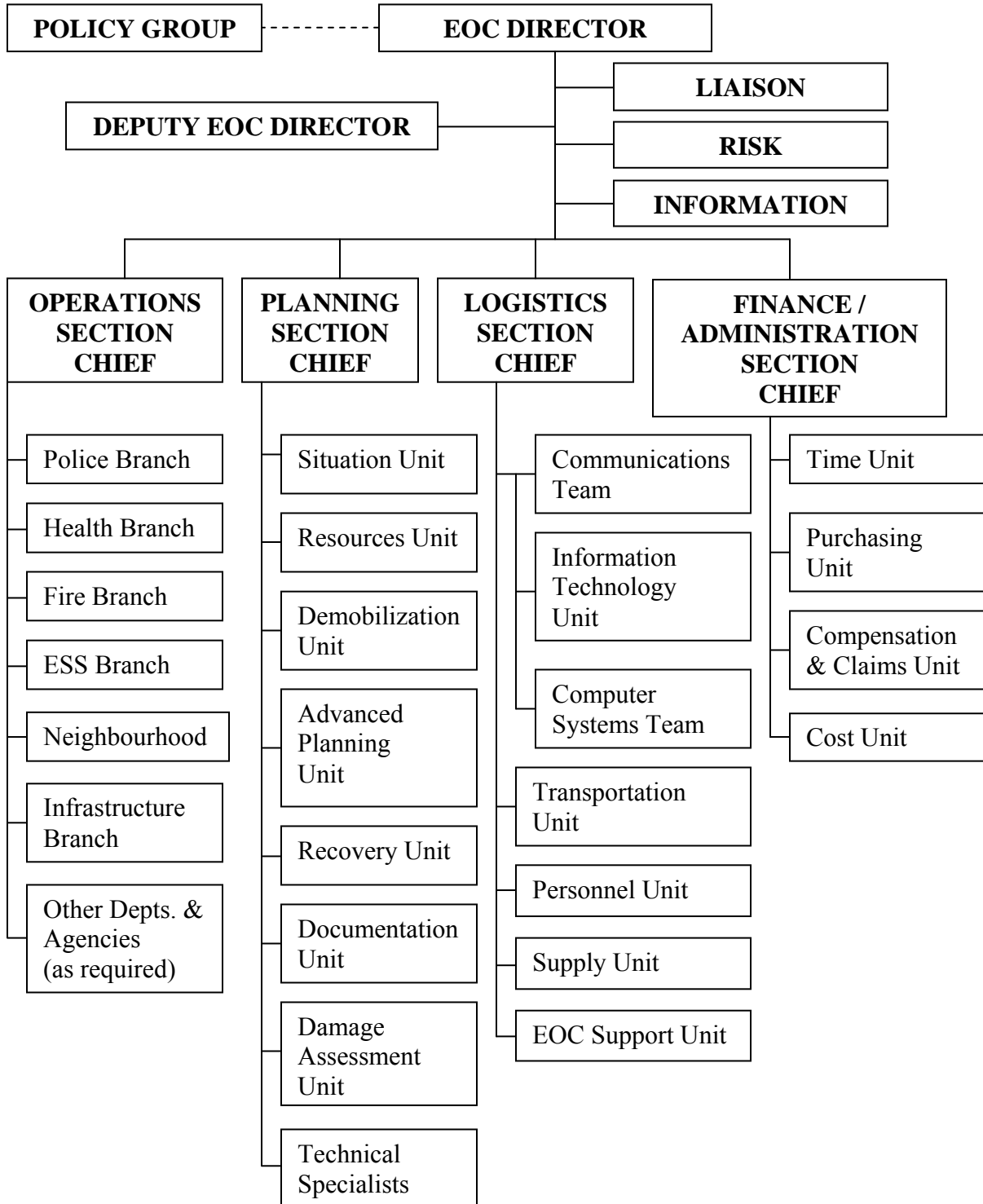
At an EOC, the individual designated as the EOC Director has responsibility for all functions. That person may elect to perform all functions or delegate authority to perform functions to other people in the organization. Delegation does not, however, relieve the EOC Director from overall responsibility. The principal ICS functions are, for site support:

1. **Management:** The EOC Director is responsible for all incident support and EOC activity. Although other functions may be left unfilled there will always be an EOC Director when the EOC is activated.
2. **Operations:** The Operations Section is responsible for directing the tactical actions to meet incident objectives.
3. **Planning:** The Planning Section is responsible for the collection, evaluation and display of incident information; maintaining status of resources and preparing the Incident Action Plan and incident-related documentation.
4. **Logistics:** The Logistics Section is responsible for providing adequate services and support to meet all incident or event needs.
5. **Finance/Administration:** The Finance/Administration Section is responsible for keeping track of incident-related costs, personnel and equipment records and administering procurement contracts associated with the incident or event.

Each of these functional areas can be expanded as needed into additional organization units with further delegation of authority.

See a detailed sample of an Incident Command System Organization Chart below:

### ICS / BCERMS STRUCTURE EXAMPLE



#### 4.4.5 Management by Objectives (MBO)

The Emergency Operations Centre and staff will use the ICS principle of Management by Objectives (MBO). MBO means establishing a statement of intent to support actions at the site. The EOC Director will ensure that the organization uses MBO to provide direction in incident support.

At a minimum, MBO consists of four steps:

1. Understanding agency policy and direction;
2. Establishing site support objectives;
3. Selecting appropriate strategy; and,
4. Performing tactical direction.

Every time an EOC is activated, incident coordination will apply MBO to provide direction.

#### 4.4.6 Operational Periods

An operational period is the length of time set by the Incident Command at the site level and by the Management Team at the EOC to achieve a given set of objectives. The operational period may vary in length and will be determined largely by the dynamics of the emergency situation. An operational period should not exceed 24 hours at the EOC level.

#### 4.4.7 Span of Control

Each supervisor should only supervise from three to seven individuals at any given time. This ratio has been proven to be the most efficient for effective supervision.

#### 4.4.8 Action Plans

There are two types of action plans in BCERMS: **Site Level Action Plans** and **Site Support Action Plans**. At the site level the verbal or written action plans should contain **objectives**, **strategies** and **tactics** for one operational period. At the site support level, action plans address the **policies** and **priorities** that support the Incident Commander at the site.

At the site level, Action Plans may not be written for incidents of short duration. However, when several jurisdictions are involved, resources from multiple agencies are required, or the incident will require changes in shifts of personnel over another operational period, the action plan should be written.

At the site support level (EOC), the use of action plans provides personnel with the knowledge of policies and priorities to be achieved, and the steps required for achievement. Action plans are an essential and a required element in achieving objectives under BCERMS.

The planning process for Action Plans should provide:

- Current information that accurately describes the situation;
- Predictions of the probable course of events in incident/disaster dynamics and mitigation actions;
- Alternate strategies for all vital incident objectives; and,
- An accurate, realistic action plan for the next Operational Period.

Five primary steps must be followed in sequential order to ensure a comprehensive action plan:

- Understand the situation
- Establish priorities, objectives, and strategies
- Develop the plan
- Prepare the plan
- Evaluate the plan

The Planning Section Chief has the primary responsibility to conduct the planning meeting. The following are required:

- Current situation report – Planning Section Chief
- State emergencies, priorities, policies, and objectives – EOC Director
- State primary and alternative strategies to meet objectives – Operations Section Chief
- State assignments and actions necessary to implement strategies – Operations Section Chief
- Consider additional support plans such as evacuation, traffic – Planning Section Chief
- Finalize, approve and implement the Action Plan – Planning Section Chief finalizes, EOC Director approves, and the General Staff implements the plan (Operation Planning Worksheet Form 215).

The EOC Action Plan may consist of some or all of the following:

- EOC Priorities and Objectives
- Organization Chart
- Assignment Lists
- Communications Plan;
- Air or Special Operations Summary
- Traffic Plan
- Risk Management Plan
- Map

Once the plan is approved it is the Documentation Unit's responsibility to distribute the Action Plan. The General Staff and Management Staff will assume responsibility for implementing their respective portions of the plan. There should be ongoing evaluation of Action Plans. Should deficiencies be detected, they should

immediately be rectified or modified. The Operations Section Chief may make expedient changes if required to protect or save lives.

#### **4.4.9 Personnel Accountability**

Each agency shall verify the presence and functional assignment of all personnel involved in the emergency. This will ensure that proper safeguards are in place to account for all personnel at all times. This accountability is accomplished by several means, including hierarchy of command or management, check-in lists, position logs or any other status keeping system.

Each agency shall be required to adopt and routinely use a system for personnel accountability. (Check-in Form EOC 211 See Sec 10.3) This system shall include specific means to identify and track personnel entering and leaving hazardous areas, such as confined spaces or areas where special protective equipment is required.

#### **4.4.10 Resource Management**

Resource management at the site support level in the EOC means resolving competing resource demands for one or more sites. Resource support involves finding people and supplies that are needed by the Incident Commander. In most instances the EOC organization uses the area resource contact lists and database as reference.

Resources will always be in one of three status conditions:

- Available
- Assigned
- Out of Service

These resources and their status must always be tracked.

#### **4.4.11 Information Systems**

In any emergency situation, particularly one of long duration, there must be a process in place for an efficient and accurate flow of information. This information can be broken down into five types:

##### **4.4.11.1 Command and Managerial Direction**

Managerial Direction must follow established lines of authority as presented in the Incident Command Organization Chart in Section 4.4.4 above

##### **4.4.11.2 Situation Reporting**

The EOC cannot operate effectively unless it receives accurate and timely information. It is therefore vital that the responding agencies submit Situation

Reports (SITREPS) to the EOC Operations Chief at least once per day or when there has been a significant occurrence or a significant change in the situation. SITREPS can be telephoned, radioed, or delivered by hand but should always be documented either by the reporter or Operations Chief.

SITREPS should contain:

- Up-to-date information on the emergency situation
- Activities being planned or undertaken since the last report
- Activities terminated since the last report
- Resources and personnel committed
- Requests for special resources (equipment, transportation, personnel, communications, etc.)

Forms for SITREPS have been included in the form section of this Plan. (Form EOC 501 See Sec 10.3)

Periodically, the EOC will issue SITREPS to responding agencies outlining the overall emergency situation and the response measures being planned or underway.

#### **4.4.11.3 Incident Reports**

Any newly developed major emergency or serious incident (loss of life, mass evacuation, etc.) must be communicated as an immediate incident report without waiting for routine SITREP times.

#### **4.4.11.4 Resource Requests**

Resource requests normally flow from site responders to the Operations Section Chief at the Site Level who then shares the request through the Planning Section to the Logistics Section for resolution. If the Site Logistics Section cannot fill the need with available resources, through purchasing, or through agency agreements, the Logistics and Operation Chiefs forward requests through the Incident Commander to the Operations Section and Director of the EOC. The EOC follows a similar process and any requests that cannot be filled at this level are forwarded to the PREOC who in turn passes it upward for resolution. It is essential that resource requests be prioritized as low, medium, or high and it is also essential that these requests be tracked to ensure that they do not go astray. (Resource Request Form EOC 214 See Sec 10.3)

#### **4.4.11.5 General Information**

It is essential that information be exchanged between responders, members of the EOC, and between the Site and the EOC. This can be verbal or written. Verifying general information is essential before taking action. Thus it is best if the message is in writing with the originators message number, originating date and time, originators legible name and signature, and functional position.

#### 4.4.12 Communications

Communications are an essential part of effective response to an emergency situation.

Consideration should be given to the following means of communication:

- E-mail
- Fax
- Telephone (land line)
- Radio Telephone (cellular, satellite)
- Two-Way Radio (amateur, commercial, agency)
- Video-Conferencing

An EOC Communications Centre should be established by the Communications Unit in the Logistics Section. This Centre should be physically located in close proximity to the Operations Section and receive operational direction from the Operations Section Chief.

Written copies of all messages should be made and kept for future reference. All messages should be **clear** and **concise**. Priority shall be given to the transmission of emergency messages and notification of imminent hazards over routine communications. A communications plan should be formulated to facilitate effective and efficient communications in the response to any emergency. (For more information please refer to the BC Emergency Communications Plan - see <http://www.percs.bc.ca/percsOps.htm#Emergency%20Communications%20Plans>)

The telephone, both land line and wireless can very quickly become a hindrance to the effective operation of an EOC. If at all possible, all incoming calls should be routed through an exchange established by the Communications Unit. Another important consideration is to assign a number as a public “hotline” and to operate that number from the Public Information area. Telephone numbers for all EOC staff as well as all other important numbers should be published in an EOC telephone directory as soon as possible after activation. This directory however should receive limited circulation to those involved in the response. It should be remembered that most wireless communication can be monitored by the news media and the public via radio scanners.

#### 4.4.13 Personnel and Facility Identification

Personnel working within the EOC should be identifiable, first with **nametags**, and secondly with a **coloured vest** or **arm band**. This includes personnel wearing their agencies uniform or insignia. BCERMS has established the following color code for EOC Staff:

- **Green** Director and Deputy Director
- **Red** Management Staff
- **Orange** Operations

- **Blue** Planning
- **Yellow** Logistics
- **Grey** Finance / Administration

#### **4.4.14 Documentation**

It is extremely important to accurately document actions taken during emergencies. The following should be documented at the EOC:

- All policy and EOC decisions and direction
- Resource requests logged and tracked
- Personnel position logs during all events
- Functional position logs during all events
- Expenditure tracking
- Messages – both sent and received
- Important telephone/radio calls along with actions taken
- Time (24 hour clock) and date on each item
- Metric format is to be used
- All documentation to be duplicated (copy kept on file).

Copies of all files to be kept in a secure location.

This will assist in tracking and monitoring the effectiveness of the response. Sometimes there are cost claims to be verified as well as disputes as to whether appropriate and timely actions were taken. Minutes should be kept of all EOC meetings.

The EOC Director is responsible for preparing after-action reports on all aspects of the emergencies under their control. This can be used in the debriefings that need to be undertaken by all Sections and Units in the EOC. The EOC Director is also responsible for ensuring that the document record is complete and available in the event of a public inquiry.

#### **4.4.15 Emergency Personnel Rehabilitation**

All supervisory personnel shall maintain an awareness of the physical and mental condition of personnel operating under their span of control and insure that adequate measures are taken to provide for their safety and health. At all sites and at the EOC, these provisions should include:

- Provisions for rest and rehabilitation
- Ability to access medical attention
- Food and fluid replenishment
- Area of quiet for rest
- Fatigued or stressed personnel are put on “out of service” status until safe to return to their position
- Ensure that Critical Incident Stress Debriefing Services are available

#### 4.4.16 Risk Management

Risk Management is the process of planning and implementing decisions that will minimize the adverse effects of accidental and business losses on an organization. The scope of the risk management effort extends to all losses, all victims, and all entities participating in mitigation, preparedness, response and recovery.

Risk Management shall form a part of every Action Plan. The EOC Director shall ensure that good risk management practices are applied to all incidents throughout the response organization, and that every function contributes to the management of risks. The Risk Management Officer position will facilitate this function.

The EOC shall apply risk management based upon the following strategies:

- Assess damage and loss. Identify and analyse loss exposures in the categories of:
  - Personnel
  - Property
  - Liability
- Examine feasible alternative risk management techniques in the following general categories:
  - Exposure avoidance
  - Loss prevention
  - Loss reduction
  - Segregation of exposure
    - Separation
    - Duplication
    - Contractual risk transfer
    - Risk financing
- Select the apparently best techniques
- Implement the chosen techniques
- Monitor and adjust as necessary
- Provide for the overall safety and health of personnel
- Advise on action to reduce loss and suffering
- Advise members of the response organization
- In situations where the risk to personnel is excessive, activities shall be limited to defensive and protective operations.

#### 4.4.17 Administration

An EOC must be prepared to function on a 24/7 basis - from activation to demobilization. Shifts however should be kept to 8 hours. The EOC Director will determine appropriate staffing for each activation level based on an assessment of the current and projected situation.

**The first individual to enter the EOC upon activation is automatically deemed to be the EOC Director and must be prepared to establish command. If the**

**individual is not qualified to fill this position they must be prepared to transfer command to the first qualified person to arrive.**

In order to brief incoming shifts a simple transfer briefing must be held. Therefore shifts must overlap by at least 15 minutes. Incoming shifts must be briefed on past activities, ongoing activities as well as plans for the next operational period. If possible, written notes of this briefing should be made.

In addition the following issues must be considered:

- Time must be allowed for staff rest
- Rules and regulations regarding safety and over-time are not suspended during an emergency
- First Aid Services that meet WCB regulations must be provided for all staff
- Ambulances should be called in all cases where first aid is being administered if there is any doubt regarding the seriousness of the case
- All incidents of vandalism or theft must be reported immediately to the Risk Management Officer
- Should the EOC be required to be evacuated:
  - The alarm must be sounded
  - The building evacuated in an orderly manner
  - Assistance given to personnel with medical/physical disabilities
  - Ensure sensitive materials and documents are secured
  - In life threatening situation, personnel safety will take priority over all other priorities
  - Appropriate collective agreements for call out, overtime, and meal breaks must be honoured

#### **4.4.18 Declaration of Local State of Emergency**

The Village of Burns Lake may wish to declare a local state of emergency if extraordinary powers are required to respond effectively to an emergency or disaster.

***Because the powers granted under a local state of emergency are extremely authoritative it is strongly recommended that the Village do as much as it can without making a declaration.***

The Village of Burns Lake need not declare a state of local emergency for the following:

- To implement part or all of this emergency plan;
- To gain liability protection under the BC Emergency Program Act; or
- To qualify for Disaster Financial Assistance under the BC Emergency Program Act

The Municipalities declaration is applicable **ONLY** to a geographic area within that local authority's jurisdiction.

Section 12 of the *Emergency Program Act* allows local authority (Mayor or Acting Mayor) to declare a state of local emergency if extraordinary powers are required to deal with the effects of an emergency or disaster:

1. The elected officials must be satisfied that an emergency exists or is imminent.
2. Municipal Council may make a declaration by bylaw or resolution. Mayor or Acting Mayor makes a declaration by order. Before making a declaration, the Mayor must use his/her best efforts to obtain the consent of the other members of Council to the declaration.
3. The declaration of state of local emergency must identify the nature of the emergency.
4. A declaration must state the geographic area affected. (i.e. the whole municipality or the area south of x street and west of y street)
5. As soon as practicable after making a declaration, the Mayor or Acting Mayor must convene a meeting of Council to assist in directing response to the emergency.
6. The Mayor or Acting Mayor, immediately after making a declaration of state of local emergency, must forward a copy of the declaration to the Attorney General, and publish the contents of the declaration to the population of the affected area.
7. A state of local emergency lasts seven (7) days unless cancelled earlier.
8. An extension of a State of Local Emergency beyond seven days must have the approval of the Attorney General. Steps 2, 3, and 5 above must be followed for each 7-day extension.
9. A declaration of a State of Local Emergency is cancelled when:
  - a. It expires after 7 days or any 7 day extension
  - b. The Attorney General cancels it
  - c. It is superseded by provincial state of emergency, or
  - d. It is cancelled by bylaw, resolution or order.
10. If cancelled by resolution or order, the Attorney General must be promptly notified.
11. The Mayor or Acting Mayor must cause the details of the termination to be published by a means of communication most likely to make the contents of the termination known to the population of the affected area.
12. For more information regarding Declarations of Local State of Emergency refer to the *Emergency Program Act* or the Provincial Emergency Program's *Local Authority Declaration Guidelines* – internet address is found in Section 2 of this document.

#### 4.4.19 Evacuation

In British Columbia there are pieces of provincial legislation that can authorize an evacuation:

- Emergency Program Act (Local and Provincial declarations);
- Fire Services Act (Fire Commissioner);
- Wildfire Act;
- Petroleum and Natural Gas Act; and,
- Health Act;

There are a number of ways to order an evacuation in British Columbia and these vary from hazard to hazard:

1. **Wildfire** - the BC Ministry of Forests – Protection Branch may order an evacuation for tactical firefighting reasons. However for large scale evacuations the Office of the Fire Commissioner or a Local Authority (after declaring a local state of emergency) may order an evacuation.
2. **Flooding** – during a flooding threat enforced evacuations may only be ordered by a local authority (after declaring a local state of emergency) or the Province after declaring a state of Provincial Emergency
3. **Hazardous Goods Spill** – during a hazardous material spill, pipeline rupture, or the imminent threat of one, enforced evacuation can be ordered by a local authority (after declaring a local state of emergency) or through the Petroleum and Natural Gas Act.

To order an evacuation, a local authority must declare a “state of local emergency” as enabled under the BC Emergency Program Act.

Once it is apparent to the heads of the emergency response organization that, in their best judgement, emergency conditions warrant an emergency evacuation, they should advise the heads of Local Authority. The briefing to the heads of Local Authority should include a recommendation that they issue a declaration, as well as the nature, extent, probability of loss, resources at risk, and geographic area.

When it is determined that an evacuation is required, the warning must be timely and accurate. While the main concern is the preservation of life, those displaced from their homes or businesses may be experiencing inconvenience, anxiety and fear. Consideration must be given to the methods for getting the information out to the population, as well as the personnel required to accomplish the task.

The Response Organization follows the provincial standard of a three staged evacuation process.

##### **Stage 1 Evacuation Alert**

A consistent format and process will be used to alert the population at risk of the potential need for evacuation. The Alert highlights the nature of the danger and

that people should be prepared to evacuate the area. This Evacuation Alert may allow for the population at risk to begin an orderly preparation to voluntarily leave the affected area within a specified time frame.

However, the reality of the situation may require immediate action with very short notice. The Emergency Social Services Team must be notified very early if evacuations are being contemplated.

### **Stage 2 Evacuation Order**

The population at risk is ordered to evacuate the area specified in a formal written order. This is an order and as such does not allow for any discretion on the part of the population at risk. They must leave the area immediately.

A statement must be included in all bulletins, pamphlets, warnings and orders that make it very clear to all that, while the evacuation order is in effect, the area in question will have controlled access and that a pass may be required to regain access to the area.

### **Stage 3 All Clear**

The population at risk is allowed to return to the area previously evacuated, having been advised that the danger has passed. There is the possibility that the danger may re-manifest itself and the Evacuation Order might need to be reissued.

It is the responsibility of the Planning Section to plan evacuation routes at the direction of the EOC Director.

#### **4.4.20 Media and Public Relations**

To educate the public and prevent the spread of rumors, it is essential that the community be kept fully informed of developments throughout all stages of an emergency. The media can provide the dual role of presenting newsworthy items as well as informing the public of circumstances that may affect them (i.e. road detours, evacuations, etc).

As such, local media require information which provides emergency instructions and situation reports to the public. Provincial and national media will demand information and will play a role in informing distant relatives of the situation. It is therefore imperative to work cooperatively with the media to achieve the goals of all concerned.

All parties must respect the authority and responsibilities of the responders of an incident. At the same time the responders must recognize the needs of the media and

provide them with continual information on the incident and access to the site when possible.

To reduce the chance of misunderstanding and misinterpretation, which can easily occur during times of stress, every effort should be made to issue public announcements to the media in the form of press releases. In the buildup and crisis stage of an emergency, emphasis should be placed on the use of local radio and/or television for public information announcements. In the recovery and rehabilitation stages, local newspaper announcements would be more appropriate.

#### **4.4.20.1 Role of the Information Officer**

During major emergencies demand for information is often overwhelming. To assist in this demand an Information Officer should be identified within the EOC. This individual will play a vital role as his / her primary responsibility is to manage and coordinate all public and media information needs. This individual may have several assistants from various agencies and organizations. However, it is important to remember that there should only be **one** Information Officer. Multiple sources of information may confuse the public and could lead to serious life-threatening consequences. A designated individual with media experience or the Information Officer may be assigned to a location closer to the site as that is where the media will congregate

All operational information releases will be authorized by the EOC Director before dissemination to the media and the public.

The Information Officer is responsible for the following:

- Coordinate the Public Information system;
- Non political media spokesperson;
- Media liaison;
- Relieve the EOC staff of media pressure;
- Provide the media with timely and factual up-to-date information;
- Ensures effective dissemination of vital information to affected community and public at large;
- Provides citizen inquiry (switchboard) with appropriate information; and,
- Arrange for media tours of the emergency site.

#### **4.4.20.2 Media Information Centres**

In a major emergency consideration should be given to establishing a media centre. Media personnel would be able to attend the Media Centre to obtain direct reports from the EOC through the Information Officer. From here escorted on-site tours and briefings could be arranged and scheduled. A media centre with

a media spokesperson may be required in a location closer to the site as that is where the media will congregate.

Should other jurisdictions be involved in the response a Joint Information Centre will be established to serve as a focal point for the program's media briefing and information collection and dissemination activities. The Joint Information Centre will concentrate their efforts on vital life safety information first and general emergency information second.

#### **4.4.20.3 Other Media & Public Relations Considerations**

The following should be considered when dealing with media and public relations:

- Ensure the Public Information Officer (PIO) is identifiable.
- The PIO should quickly assess the emergency situation and report back with details of the first press release.
- Set up a news media room adjacent or close to your EOC. Provide desks, telephones, fax machines, computers, and paper.
- Keep visitors and incident victims apart.
- Brief media using your resource people, making them available for actuality reports and interviews.
- Make arrangements to transport media personnel to the emergency site. Escorts should be fully briefed in advance by the PIO or senior officials.
- Subsequent information releases should be issued as information is received.
- Speed and accuracy are essential. One should never be sacrificed for the other.
- Do not hide unpleasant facts or say "no comment". This will not work with the media.
- Let the media have all the bad news in one package. Don't let it come out bit by bit, extending the anguish.
- Time your press releases for media deadlines.
- Do not hold a press conference unless a major announcement is to be made.
- All uttered comments are "on the record" when media personnel are present.
- If you are unable to answer a question due to lack of information, say "I will get back to you on this" and then insure that you do. Keep your promises.

#### **4.4.21 Unified Command**

Unified Command is an ICS management process that allows all sections and agencies with jurisdictional or functional responsibility for an incident to jointly develop a common set of incident objectives and strategies. This is accomplished

without losing or giving up section authority, responsibility or accountability.

Below are the principal advantages of using Unified Command:

- One set of objectives are developed for the entire incident.
- A collective approach is made to developing strategies to achieve incident goals.
- Information flow and coordination is improved between all jurisdictions and agencies involved in the incident.
- All agencies with responsibility for the incident have an understanding of one another's priorities and restrictions.
- No agency's authority or legal requirements will be compromised or neglected.
- Each agency is fully aware of the plans, actions and constraints of all others.
- The combined efforts of all agencies are optimized as they perform their respective assignments under a single Incident Action Plan.
- Duplicative efforts are reduced or eliminated thus reducing cost and chances for frustration and conflict.

Applying Unified Command in the EOC means that any combination of organizations may work cooperatively to manage the EOC activities. For example, the Village of Burns Lake may join with the Regional District, CN Rail, Ministry of Forests – Protection Branch or Provincial Emergency Program as co-chairs of an EOC. In other words, the EOC Director position is filled by consensus among two or more members.

The principle of Unified Command is also applied to the Policy Group discussed below.

#### **4.4.22 Policy Group**

In large complex incidents responders at the site of a major emergency may require policy coordination and support. If an EOC is established, the EOC Director may request the formation of a Policy Group comprised of elected officials and local government staff. The Policy Group may consist of the Mayor and Village Council and Village administrator for incidents involving only the Municipality. This group could also involve representatives from agencies or jurisdictions involved in the event that is taking place such as the Electoral Area Director of the Regional District, official from CN Rail, Ministry of Forests – Protection Branch or Provincial Emergency Program representatives. This group will set policies, priorities and provide public information through the media in concert with the EOC Information Officer.

The principle of Unified Command applies to this Policy Group. In other words, the elected officials of the Regional District and local town or village set policies through group consensus to guide the EOC Director.

It is important to note that this policy group is organized outside the EOC facility if needed. Whenever a Policy Group is formed they will always communicate policies

through the EOC Director - never directly to the Incident Commander at the site. Elected officials are the owners of the emergency; ultimate responsibility rests with them. The Policy Group does not directly control activities at the EOC or at the site. They set policies, priorities and provide the legal ability to declare an emergency in the extreme case it might be needed.

#### **4.5 Recovery Phase**

Recovery refers to any actions undertaken by an organization or individual following an emergency that will return essential systems (utilities, phones, government offices, etc.) to normal levels of service. Effective recovery consists of a complex array of interdependent and coordinated actions.

As with response, recovery demands a flexible organization and an orderly progression. The Emergency Program, therefore, anticipates the use of the Incident Command System for all recovery operations and the EOC facilities when appropriate.

A successful recovery program begins at the moment the emergency or disaster occurs. There may be no clearly defined separation between response and recovery. The tasks are different from response but should be carried out simultaneously.

Establishing a recovery organization prior to a disaster has proven effective in enabling a smooth and speedier recovery.

Responders duties (see Section 6 of this plan) have been developed for short and long term recovery to ensure that Municipal Council is kept up to date on recovery issues, to identify potential areas of mitigation and to improve preparedness. Failure to strictly account for damage documentation and personnel costs can result in loss of possible reimbursement.

**Recovery begins at the moment the emergency or disaster occurs.**

Recovery operations may be divided into three phases, depending on the situation, as follows:

##### **4.5.1 Initial Response**

Recovery actions accompany initial response, usually within the first 72 hours following an incident and includes the following:

- Debris removal and clean up;
- Emergency, short term repair of lifeline utilities;
- Emergency repair of transportation systems;
- Building safety inspections;
- Coordination of provincial/federal damage assessments;
- Re-occupancy of structures; and,

- Formation of initial recovery task force.

#### **4.5.2 Short-Term Recovery**

A short-term recovery phase usually addresses activities between 72 hours and 4 weeks following an event. Short-term recovery involves restoring the infrastructure and services including:

- Provision of interim housing;
- Restoration of lifeline utilities;
- Restoration of social and health services;
- Restoration of normal civic services;
- Restoration of transportation services and infrastructure;
- Economic recovery, including sites for business resumption;
- Recovery task force; and,
- Building demolition.

#### **4.5.3 Long-Term Recovery**

Long-term recovery includes measures that will return the community back to normal pre-event conditions. Long-term recovery covers the time period between 4 weeks and several years. Considerations include:

- Hazard mitigation;
- Reconstruction of permanent housing;
- Reconstruction of commercial facilities; and,
- Implementation of long term economic recovery.

Long-term recovery represents the ideal time to address risk mitigation. Careful planning is required to ensure that appropriate measures are taken to reduce overall community risks.

#### **4.5.4 EOC Role and Functions in Recovery**

Recovery operations differ significantly from emergency response in the EOC during site support. Recovery activities see much more activity in the Planning and Finance/Administration functions and less in the Operations and Logistics functions.

Recovery plans utilizing ICS may have the following special functions:

##### **4.5.4.1 EOC Director**

The EOC Director is responsible for leading the overall recovery effort. If the response actions are substantially completed the person filling the function of EOC Director may represent the lead agency involved with incident investigation or site restoration.

Duties of the EOC Director during recovery include:

- Inform and brief elected officials;
- Provide leadership for policy decisions;
- Issue public information releases; and,
- Ensure safety of recovery activities.

#### **4.5.4.2 Operations Section**

The Operations Section is responsible for operations that restore the community back to normal day-to-day operations. Tasks for recovery under the Operations Section include:

- Providing building and public safety inspections;
- Removing debris;
- Restoring medical facilities and services;
- Restoring government facility functions;
- Demolishing buildings;
- Restoring utilities; and,
- Providing emergency housing.

#### **4.5.4.3 Planning Section**

The Planning Section documents and provides management with direction for recovery activities. Planning Section tasks in recovery include:

- Providing documentation of response and recovery for disaster assistance;
- Providing after-action reports consistent with BCERMS requirements;
- Providing direction in land use and zoning issues;
- Issuing building permits;
- Developing alternative building regulations and code enforcement;
- Reviewing and revise the Community Plan, as needed;
- Providing an action plan for recovery operations;
- Preparing redevelopment plans;
- Preparing recovery situation reports;
- Documenting recovery operations; and,
- Recommending mitigation plans.

#### **4.5.4.4 Logistics Section**

The Logistics Section is responsible during the recovery phase for obtaining resources necessary to carry out recovery operations. Logistics Section recovery tasks include:

- Providing government operations;
- Allocating office space;
- Providing recovery supplies and equipment; and,
- Providing vehicles and personnel.

#### **4.5.4.5 Finance/Administration Section**

The Finance/Administration Section is responsible for recovery financial transactions. Recovery tasks for the Finance / Administration Section include:

- Facilitating application process for Disaster Financial Assistance;
- Managing public finance;
- Preparing and maintain the recovery budget;
- Developing and maintain contracts;
- Processing accounting and claims;
- Requisitioning taxes; and,
- Managing insurance settlements.

#### **4.5.5 Emergency Response and Disaster Assistance Funding**

The *Emergency Program Act* provides for statutory services that assist local governments with funding for emergencies and disasters. Funding details are contained within the *PEP Policy and Procedures Manual*. Specific costs and losses may be eligible for financial assistance under two programs, described below:

Copies of the Manual should be available to all Emergency Coordinators. Additional copies can be obtained by contacting the PEP Regional Offices in either Prince George or Terrace.

##### **4.5.5.1 Response Costs**

All costs for responding to an emergency may be reimbursable through the Provincial Emergency Program. In order to ensure that costs are reimbursed the municipality must obtain authorization from the PEP Regional Manager in Terrace. Costs that have not been pre-authorized will not be recoverable through PEP.

The municipality, in most cases, will have to pay the costs of the reimbursable response up front. Invoices and receipts will then be forwarded to the PEP office and then the costs will be reimbursed.

##### **4.5.5.2 Disaster Financial Assistance**

Disaster Financial Assistance (DFA) provides financial assistance for local authority recovery of disaster incidents and costs that are uninsurable.

Funding under DFA may also be provided on approved emergency response requiring extra-ordinary measures within the jurisdictional boundaries of local government. This financial assistance must be pre approved by the Northwest Regional Office of PEP.

General losses covered by DFA for local governments include the following:

- Structural losses to essential public works, government buildings and facilities;

- Materials, furnishings, and equipment which are essential to the functions and operations of the claimant;
- Costs arising from clean-up and debris removal that is necessary to ensure public safety or that is essential for functioning of public works;
- Costs arising from emergency response taken to protect lives and property, reduce the extent of damage caused, and to contain the effects of the disaster;
- Deductible amount for insurance costs; and General administrative costs arising out of individual projects eligible for assistance.

#### **4.5.5.3 Cost Accounting and Expenditure Approval**

Extreme attention must be made to keeping track of expenditures that relate to responding to an emergency. The Finance / Administration Section is responsible for keeping track of funds within a special major emergency account. The account will be used to meet expenditures directly attributable to the emergency situation.

The Finance / Administration Section Chief in the Local EOC will seek approval from the Regional EOC Director for expenditures incurred for response within the rural area, will keep a running tally of expenditures and submit records to the Regional Finance / Administration Section Chief on a regular basis.

Individuals requiring clarification regarding Emergency Response and Disaster Assistance Funding are strongly encouraged to consult the Provincial Emergency Program.

## **4.6 Preparedness**

Preparedness means assembling the plans, equipment and trained personnel needed to respond and recover to an emergency in an organized and coordinated fashion. Preparedness covers all activities that sustain the policies and procedures documented in this plan. The Emergency Executive Committee is, therefore, responsible for ensuring the organization at the EOC has the capability to offer meaningful site support.

Being prepared to act in the event of an emergency is an imperative aspect of the Burns Lake Emergency Program. As such there are five key steps in ensuring that the Municipality and other individuals, agencies and organizations are prepared:

- Review and update the Burns Lake Emergency Preparedness Plan and its appendices;
- Acquire and maintain equipment and facilities suggested within the Plan;
- Train with the equipment to the Plan;
- Exercise to support the training; and,
- Identify improvements in the Plan (equipment, training and/or exercises).

The remainder of this section describes these five steps in ensuring response and recovery preparedness.

#### **4.6.1 Plan Review and Update**

Regular maintenance of the Burns Lake Emergency Preparedness Plan is one of the most important steps in preparing for major emergencies. Emergency planning is an ongoing activity requiring continuous adjustment and amendment due to a number of factors such as new community hazards, restructuring the response organization or changes in external response agencies.

The Emergency Coordinator along with the Emergency Management Committee will be responsible for guiding the Emergency Executive Committee in the process of reviewing and updating the Plan. The Committee will review and revise the Plan on an annual basis. Topics / Sections of review include:

- Updating of contractors contact and equipment information;
- Verification regarding communication procedures; and,
- Review of local government policies and bylaws (such as Mutual Aid Agreements).

#### **4.6.2 Equipment and Facilities**

In the event of an emergency the Emergency Coordinator is responsible for establishing an Emergency Operations Centre (EOC) for emergency staff charged with coordination and liaison among agencies with emergency responsibilities. Suitable locations for an EOC will be located in the Village Offices and Council Chambers. Alternate EOC locations could be in the Board Room of the Regional District of Bulkley Nechako, the Ministry of Forests Office, and/or Lake Babine Nation office.

*Subject to Mutual Aid Agreements with the Regional District of Bulkley Nechako, Lake Babine Nation, as well as agreements with the Ministry of Forests – Nadina Forest District.*

The Coordinator will maintain procedures to assure that the EOC is adequately staffed and equipped to be immediately available in time of need. The EOC should be equipped with the information display materials, communications and any additional supporting equipment and materials and supplies required to ensure efficient operations and effective emergency management on a 24-hour per day basis (such as back up power generation capabilities and other such special features to allow continuous operations apart from normal public utilities and services).

Each EOC will be equipped with the following:

- 3 Burns Lake Emergency Preparedness Plans;
- Checklist cards (sets);
- 10 resource contact lists; and,
- Other information and supplies as needed.

Each member of the EOC will be equipped with the following equipment:

- 1 identification card;
- 1 telephone contact list;
- 1 function checklist;
- Set of forms applicable to function;
- 1 function aid (set);
- 1 EOC Coloured Vest or Arm Band (where appropriate);
- 1 Family Preparedness Kit;
- 1 cell phone / pager / radio (where appropriate); and,
- Other items as needed.

In an effort of preparedness the Emergency Coordinator(s) and the Emergency Executive Committee will periodically exercise the EOC facilities and equipment to verify its functionality.

#### **4.6.3 Personnel and Training**

Effective implementation of the Burns Lake Emergency Preparedness Plan depends on capable and trained people who can work together as a team. This is especially important for major emergencies that occur infrequently.

All persons with responsibilities under this program shall receive appropriate training in emergency response and recovery. Staff with designated positions with the Municipal EOC will receive training to ensure that they are able to carry out their duties.

All EOC members will receive training and upgrades in the implementation of the Burns Lake EPP as well as specific areas relating to their responsibilities in the EOC. Training will include the following basic elements:

- Introduction to Emergency Management in British Columbia.
- Emergency Operations Centre Level 1.
- Emergency Operations Centre Level 2.
- Knowledge about the Plan and its provisions;
- Generic roles and responsibilities among the EOC personnel;
- EOC response and recovery strategies and procedures for specific types of incidents; and,
- Use of EOC equipment appropriate to function.
- Training of EOC members will also be conducted in Incident Command.

Also see training matrix below

Position specific courses will be recommended to specialized staff as they become available.

## Emergency Management Training Matrix

	Introduction to Emergency Management *	EOC Level 1 – Introduction **	EOC Level 2 – Operations ***	Introduction to Emergency Evacuations	Introduction to Emergency Exercises ****	Tabletop Exercise Workshop	Functional and Full Scale Exercises Workshop	Emergency Management for Elected Officials and Administrators	Public Information Planning	Incident Command System ICS 100	Neighbourhood Facilitator’s Course	EOC Planning Function Module
Emergency Coordinator/Planner	●	●	●	●	●	●	●	●	●	●	○	○
Emergency Planning Committee Member	●	●	○	●	○			○		●		
Dept./Agency Emergency Planning Representative	●	●	●	●	○					●		○
Exercise Team (Design and/or Delivery Staff)	●	●	●	○	●	●	●			●		
EOC Staff	●	●	●	●	●		○		○	●		●
Site Personnel	●	●	○	●						●		
Elected Officials	●	●	○					●				
Emergency Social Services Volunteers	●	●	○	●	●	○	○			○		
Search & Rescue Volunteers	●	●	○	●	●	○	○			●		
Communications Volunteer	●	●	○	○	●	○	○			●		
Neighbourhood Coordinator/Facilitator	●			○	●						●	

● – Recommended                      ○ – Optional

- \* Recommended prerequisite course to all other Emergency Management Courses
- \*\* Recommended prerequisite course to EOC Level 2 Operations Course
- \*\*\* Recommended prerequisite course to EOC Planning Function Module
- \*\*\*\* Recommended prerequisite course to advanced exercise courses.

The Emergency Executive Committee will also determine the appropriate level of instruction under the BCERMS for each member of the emergency organization.

The determination is based on individuals' potential assignments during emergency response.

The chart on the preceding page (Emergency Management Training Matrix) summarizes the full complement of EOC functions in the response organization. In addition to these formal training opportunities, the Emergency Executive Committee will also utilize orientation seminars to introduce or refresh participants to the plans and procedures by lecture, panel discussion, media presentations and/or discussion. All levels of personnel (policy, coordination, operations, and field) will be involved in these initiatives.

All volunteers involved in emergency response must obtain a PEP Task Number for training to ensure they are covered by WCB and liability. Authorized reimbursement for volunteers also requires a training task number.

A training schedule will be developed for the Burns Lake Emergency Program. This training schedule will be developed in concert with the initiatives of the Provincial Emergency Program Regional Offices. The Coordinator should submit an annual training plan to the PEP Regional Manager by April 1 of each year.

Accurate records of training will be kept by the Emergency Coordinator. The Burns Lake Emergency Program will hold a record of emergency management individuals and the type of training that they have received.

The need for training and awareness extend beyond the EOC members to include others who play critical roles during a major emergency. These groups include the following:

**1. *Responder and Family Preparedness***

For obvious reasons, personal and family preparedness is essential among community members with responsibility under the Burns Lake Emergency Preparedness Plan. EOC members must be able to ensure their own safety and well-being in order to attend the EOC and participate effectively. In addition, these responders will be less effective if they are concerned about their families, homes, farms or businesses. Training for these individuals includes procedures and home preparedness provisions for looking after the families and interests of EOC members who have committed themselves to support functions on behalf of the community.

**2. *Volunteer Organizations***

The need for training extends to the volunteers within the community who are expected to provide substantial support during a major emergency. As a minimum, these volunteers will be aware of the provisions of the Burns Lake Emergency Program and the Burns Lake EPP that affect them. Volunteers will also be advised on personal and family preparedness. The Emergency Coordinator, will register with the Provincial Emergency Program (PEP) all

volunteers expected to engage in authorized emergency tasks and activities. Personnel who are employees of the Municipality who are required to perform emergency services need not register with PEP. All volunteers shall attempt to carry their own insurance for personal equipment, vehicles, and team equipment. The Municipality should verify personal insurance coverage before borrowing equipment. Any personal property that is not relevant to the task will not be considered in damage claims. Some examples of volunteer organizations are listed below:

- a. Provincial Emergency Radio Communications Service (PERCS);
- b. Provincial Emergency Program Air (PEP Air);
- c. Search and Rescue (SAR);
- d. Road Rescue; and,
- e. Emergency Social Services (ESS).

### **3. *Businesses, Neighbourhoods and the General Public***

Public awareness and education prior to an emergency or disaster will directly affect the community's emergency operations and recovery efforts. The public's response to any emergency is based on an understanding of the nature of the emergency, the potential hazards, the likely response of emergency services and knowledge of what individuals and groups should do to increase their chances of survival and recovery.

The Provincial Emergency Program will make emergency preparedness information from local, provincial and federal sources available to the Committee members and the citizens of the Village of Burns Lake.

The following list depicts the specific hazards that will be emphasized with the public throughout the calendar year:

February: Flood Preparedness  
June: Wildfire Prevention  
October: Winter Storm Preparedness

#### **4.6.4 Exercises**

There is no better way to ensure preparedness than through exercises. Exercises allow emergency support staff in the EOC to become familiar with the procedures, facilities and systems they will actually use in emergency situations. As many EOC member agencies as possible are involved in an exercise. Emergency response exercises are intended to improve operational readiness.

There are four types of exercises that can be done to test and practice the Emergency Plan:

### **1. Tabletop Exercise**

In a tabletop exercise, actions and discussion are based on a scenario (a described emergency situation) plus a series of messages to players. EOC participants practice problem solving for emergency situations through on going discussion and critique of the appropriateness of actions taken and decisions made. Participants also practice a coordinated and effective response. The tabletop exercises permits breaks before new messages are delivered to discuss proper response. Table-top exercises may involve both policy and EOC coordination personnel.

### **2. Drill**

The drill tests a single emergency site support function and may involve actual EOC activation. Its effectiveness lies in focusing on a relatively limited portion of the overall response function in order to evaluate and improve it.

### **3. Functional Exercise**

The functional exercise is a simulation of an emergency that includes a description of the situation, a timed sequence of messages and communication between players and a simulation group. For example EOC members practice coordinated, effective response in a time-pressured, realistic emergency situation.

### **4. Full-Scale Exercise**

The full-scale exercise adds a field component to interact with a functional exercise through actual and simulated messages. It tests the deployment of seldom used resources and involves policy, coordination, operations and field personnel.

The Emergency Program Coordinator will ensure that exercises are conducted regularly to maintain readiness. Members of the EOC will be given opportunities to practice emergency response procedures at least quarterly. Exercises to be completed on an annual basis include:

- Table-top exercise (possibly in conjunction municipal emergency programs); and,
- One full scale exercise (possibly in conjunction with municipal emergency programs).

#### **4.6.5 Improvements**

The series of exercises held at all levels throughout the year will inevitably reveal the need for improvements. These requirements may be evident in the policies and procedures contained in the Burns Lake Emergency Preparedness Plan; in equipment or facilities collected; in the training offered to key members of the site support organization or in the exercise procedures used to identify needs.

The Emergency Program Coordinator and the Emergency Planning Committee will call upon members of the Emergency Executive Committee to comment on exercises and will document all recommendations for improvement. Annually the Emergency Executive Committee will consider all recommendations and will ensure that action is taken to advance the Emergency Program and the Plan. Where appropriate the Committee may forward recommendations for action to the respective local authorities for consideration and resolution.

#### **4.7 Site Structure and Organization**

Most emergency incidents are relatively simple in nature and occur almost daily. A single motor vehicle accident, for example, would probably generate a response from the police for traffic control and investigation. Injuries at this accident would initiate an ambulance response. Fire or trapped people would bring fire/rescue to the scene. This accident could involve from one to six responders and their equipment. A bus accident, on the other hand, would dramatically increase the number of responders and equipment responding to this incident.

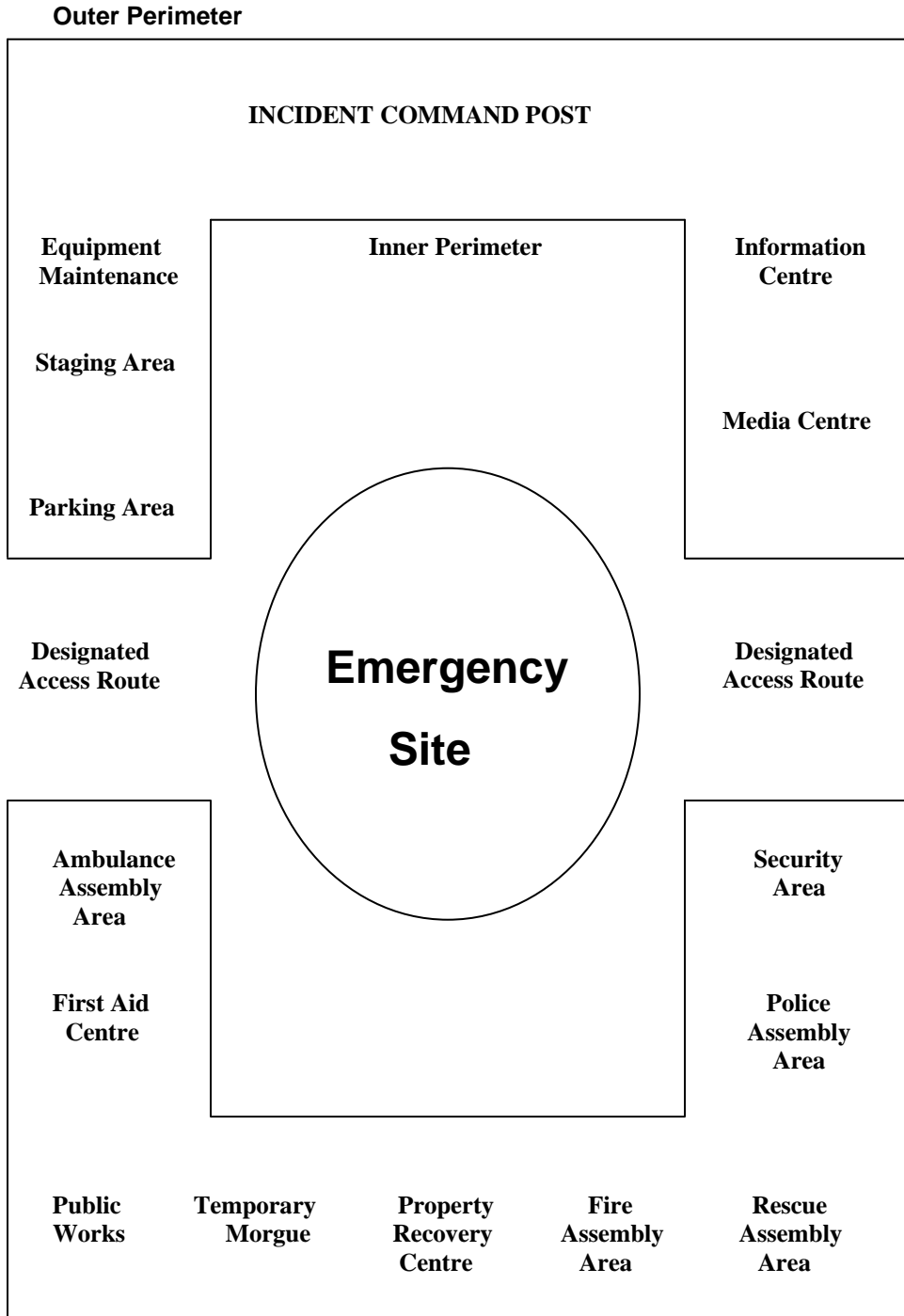
##### **4.7.1 Site Response**

First responding emergency personnel and resources represent the response level for most incidents within the Municipality. The Incident Command Post (ICP) is the location from which the Incident Commander directs the response to an emergency. The location for the ICP may be as simple as a police car, a fire truck, or an ambulance. However, it is the location where all responders report for their initial briefing and assignment. In a large scale incident, the ICP could be housed in a nearby fire hall, recreation centre, or similar structure.

Each emergency response agency, the Village of Burns Lake and its various departments, and other supporting agencies with responsibility under this Plan, is responsible for developing an internal plan to facilitate response to any emergency situation affecting its area of jurisdiction. These internal plans detail the organization and coordination of the assets and services of the department or supporting agency to meet the emergency subject to mutual aid agreements between adjacent municipalities and the Regional District(to be developed).

Resources must be acquired and controlled, access routes identified and location of staging areas must be addressed early to avoid confusion. The process of assembling and deploying all resources on the site ensures a workable and flexible operation. Site layout will be different for every situation but the principle of organization remains the same. An example site layout has been included below

### SITE STRUCTURE EXAMPLE



*In a large incident items like sleeping accommodation, feeding facilities and washroom facilities may need to be added.*

## **4.8 Emergency Operation Centre (EOC) Structure**

In larger incidents, responders on-site may require policy coordination and resource support. An Emergency Operations Centre (EOC) will be established off-site in a predetermined facility to provide this support. See Sec 4.6.2 The principles of ICS are used in the organization and management of the EOC. The site support level provides policy direction to site incident command, coordinates resource requests from the site and manages all off-site activities. The site support level may be activated by an incident commander following guidelines set out in this plan.

### **4.8.1 Function of the EOC**

The Emergency Operations Centre is a physical facility designated for the gathering and dissemination of information plus the disaster analysis. It is also the facility in which decisions and policies governing the emergency response are planned and implemented.

The Emergency Operations Centre is where information is collected, evaluated and displayed. One of its primary objectives is the immediacy with which that information is communicated. Maximum use of available technology and human resources becomes a priority since clear, concise and frequent communication is essential when responding to an emergency.

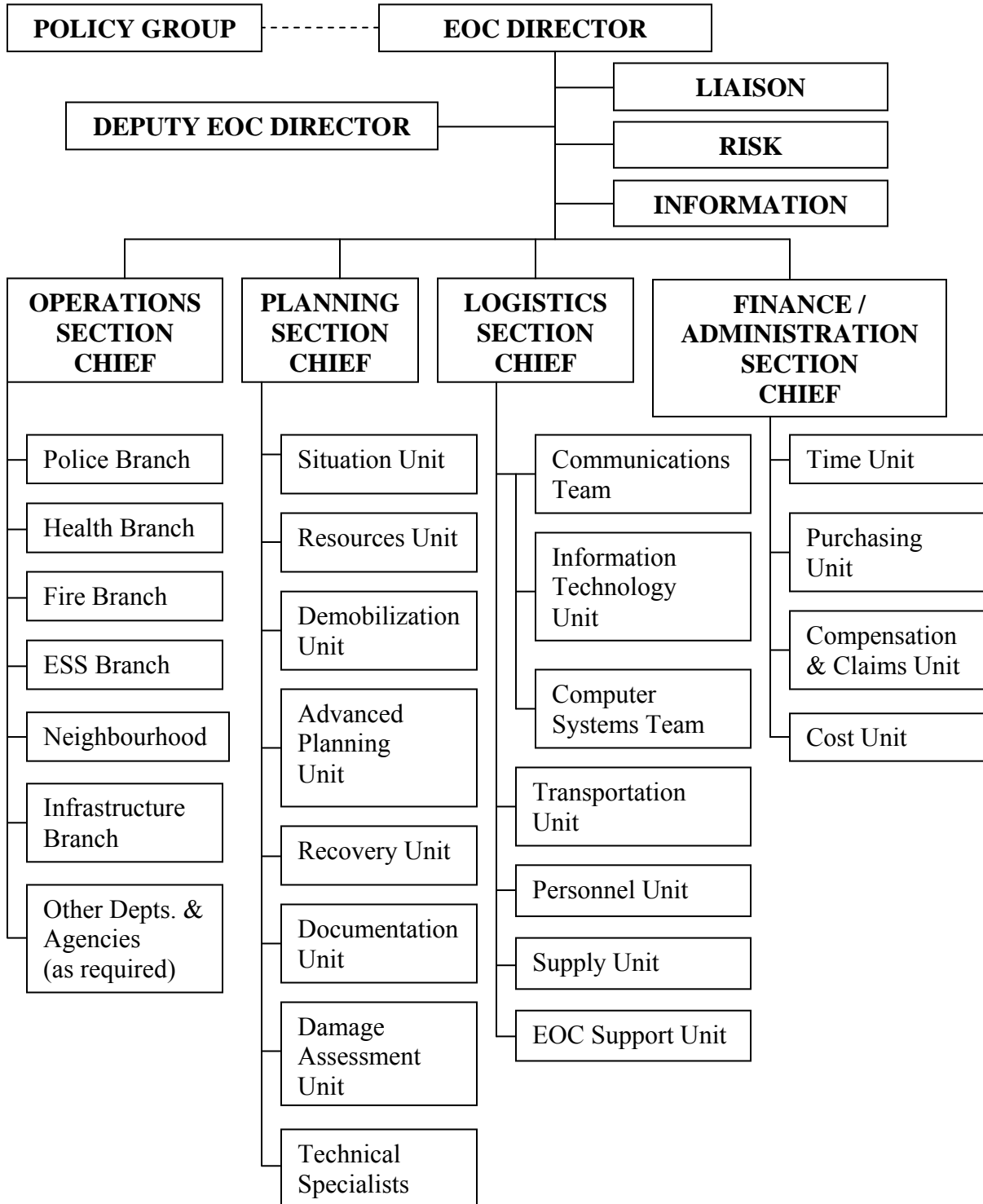
A great deal of time is required to cope with an emergency. Often striking at the most inopportune time, emergencies can mean days or even weeks of intense involvement. The aftermath of some emergencies can extend beyond the closing of the EOC and prolong the event for months or years.

The Emergency Operations Centre must identify and use available resources -- especially human and financial.

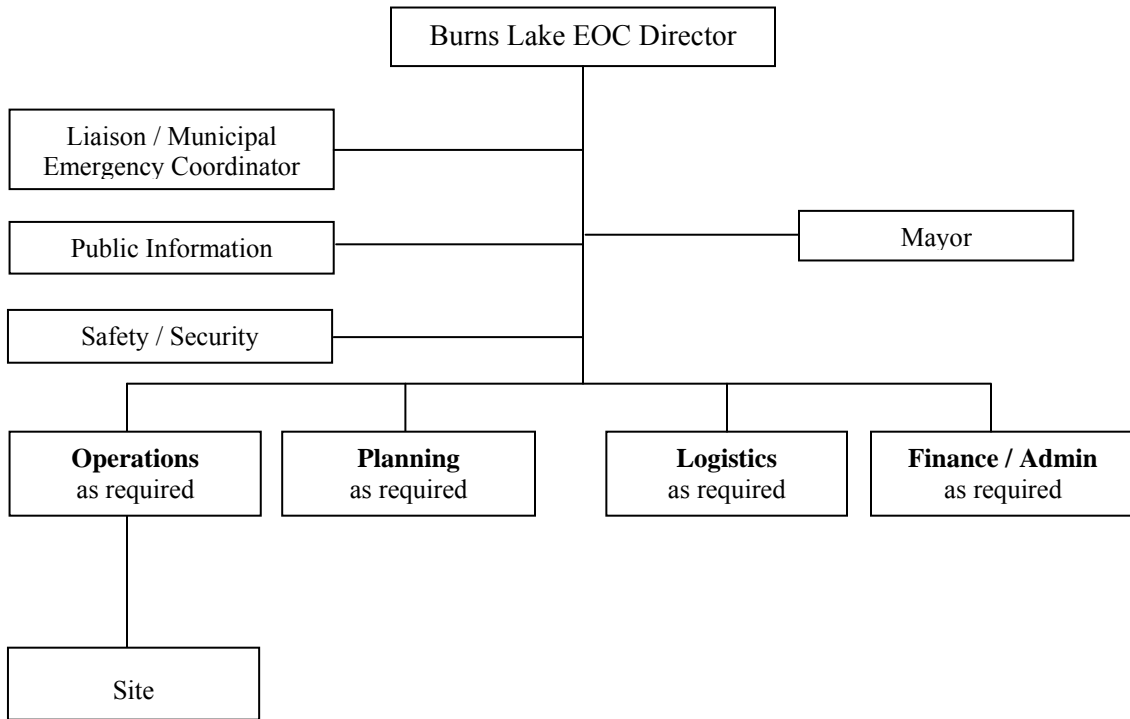
### **4.8.2 EOC Structure**

The number of positions in an EOC can be as few or as many as the situation demands and can change as the situation escalates or diminishes. In addition to the positions listed below, representatives from other organizations at the emergency site could become part of the EOC staff. For example, an incident affecting a major hydro line or natural gas line or railway should probably have representatives from these agencies in the EOC.

### EOC STRUCTURE EXAMPLE



## Burns Lake Emergency Operations Organization Level 2 or 3 Response



## 4.9 Other Resources and References

For additional information regarding some of the concepts discussed in this section please refer to the following websites:

**A Strategy for Response:**

[http://www.pep.bc.ca/management/strategy\\_response/strategy.html](http://www.pep.bc.ca/management/strategy_response/strategy.html)

**BC Emergency Management Structure: Integrated Government Response:**

[http://www.pep.bc.ca/management/Integrated\\_Government\\_Response.pdf](http://www.pep.bc.ca/management/Integrated_Government_Response.pdf)

**Provincial Government Emergency Management: A Strategy for Recovery and Reconstruction:**

[http://www.pep.bc.ca/management/recovery\\_strategy.pdf](http://www.pep.bc.ca/management/recovery_strategy.pdf)

**Hazard Preparedness:**

[http://www.pep.bc.ca/hazard\\_preparedness/hazard\\_preparedness.html](http://www.pep.bc.ca/hazard_preparedness/hazard_preparedness.html)

**British Columbia Emergency Response Management System (BCERMS):**

<http://www.pep.bc.ca/bcerms/bcerms.html>

**Hazard, Risk, and Vulnerability Analysis Toolkit:**

<http://www.pep.bc.ca/hrva/hrva.html>

**Emergency Program Act**

[http://www.qp.gov.bc.ca/statreg/stat/E/96111\\_01.htm](http://www.qp.gov.bc.ca/statreg/stat/E/96111_01.htm)

**Compensation and Disaster Financial Assistance Regulation**

[http://www.qp.gov.bc.ca/statreg/reg/E/EmergencyProgram/124\\_95.htm](http://www.qp.gov.bc.ca/statreg/reg/E/EmergencyProgram/124_95.htm)

**Local Authority Emergency Management Regulation**

[http://www.qp.gov.bc.ca/statreg/reg/E/EmergencyProgram/380\\_95.htm](http://www.qp.gov.bc.ca/statreg/reg/E/EmergencyProgram/380_95.htm)

**Justice Institute of British Columbia (JIBC)**

<http://www.jibc.bc.ca/emergency/default.htm>

**Joint Emergency Preparedness Program (JEPP)**

<http://www.pep.bc.ca/j pepp/j pepp.html>